

Report to Council



Date: May 30, 2016
File: 1200-40
To: City Manager
From: James Moore, Acting Department Manager, Policy & Planning
Subject: Infill Challenge Recommendations

Recommendation:

THAT Council receives for information the report from the Acting Department Manager, Policy & Planning, dated May 30, 2016 with respect to the recommendations from the Infill Challenge project;

AND THAT Council direct staff to undertake the bylaw and process changes generally outlined in the report from the Acting Department Manager, Policy & Planning, dated May 30, 2016;

AND FURTHER THAT Council direct staff to follow the engagement process generally identified in the report from the Acting Department Manager, Policy & Planning, dated May 30, 2016.

Purpose:

To consider endorsement of the recommended winners from the Infill Challenge Evaluation Committee, and to provide direction on the recommended implementation measures.

Background:

Infill housing - that is, the addition of new housing units to existing neighbourhoods - represents an important part of the overall strategy to combat the impacts of urban sprawl. By focusing growth in areas with existing infrastructure (e.g.: roads, schools, parks, transit, etc...), it is possible not only to mitigate the impacts of sprawl, but also to build resilient neighbourhoods with access to daily services, transit and a wider variety of housing types.

The Infill Challenge is an innovative competition (aka "challenge") hosted by the City for the development of new designs for sensitive infill housing in select parts of Kelowna's Urban Core Area (see attached map). Winning projects are intended to act as catalysts, inspiring greater achievement in the design of sensitive infill housing, strengthening community and developer support along the way.

Two levels of incentives are available to winning submissions:

1. The overall top submission is eligible for an honorarium of \$5,000.00
2. The two winning submissions are eligible for accelerated processing benefits, including accelerated Development Permit and Building Permit approvals.

Council first endorsed the overall strategy for the Infill Challenge in June of 2015. Following this endorsement, a community panel was assembled and met twice over the spring and summer of 2015. The panel included representatives from the Urban Development Institute, the Canadian Home Builders Association, architects, home designers, SD23, Interior Health Authority, Okanagan Mainline Real Estate Board, affected Neighbourhood Associations, and area residents.

Working with the panel, staff created (1) the rules of the Infill Challenge competition and (2) defined the criteria against which submissions would be evaluated. Some of the key rules of the competition included the following requirements for all submissions:

1. must be a new (to Kelowna) form of sensitive infill housing not presently permitted under current City of Kelowna Zoning Bylaw No. 8000 regulations
2. must be designed on the basis of a single lot having a width of 15m and a depth of 37m, and having *lane access only*
3. must not exceed a maximum density of four (4) units per parcel described in 5.3.1(b)
4. must provide adequate off-street parking
5. must meet all applicable standards of the current BC Building Code

The evaluation criteria created with the community panel included:

1. **Respect for Context** - designs should respect their local and neighbourhood contexts
2. **Limit Bulk** - the bulk and massing of buildings should not dominate surrounding development
3. **Positive Relationship to the Street** - buildings should demonstrate an open and positive relationship to the street through front porches and other tools
4. **High-quality Open/Green Space** - designs should provide ample, accessible open space for residents

A further Memorandum on the progress of the Infill Challenge was provided to Council on November 9, 2015.

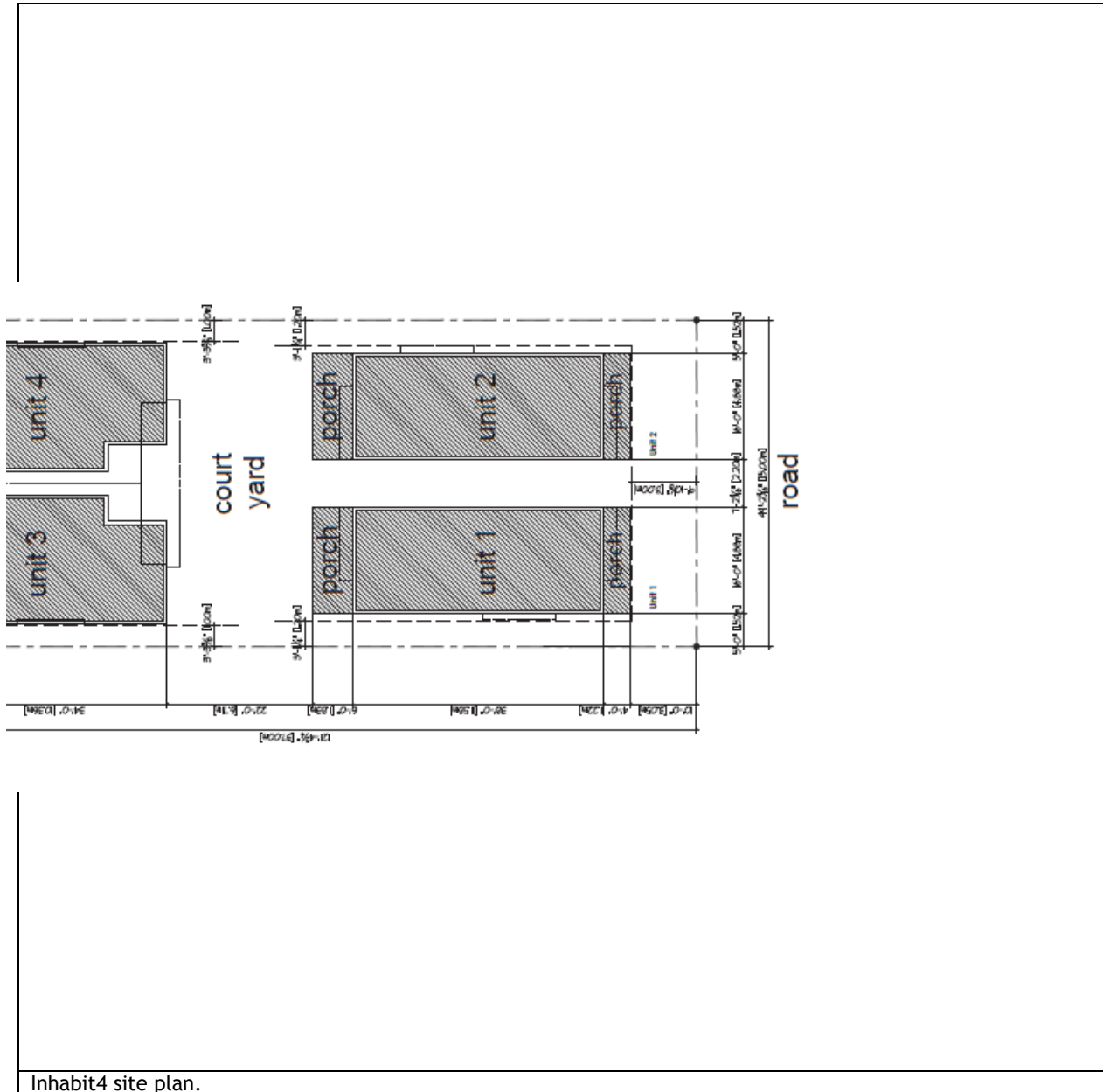
The Infill Challenge competition officially opened on November 12, 2015, and closed on January 11, 2016. In total, ten (10) submissions were received from interested parties throughout the province. Each submission was then reviewed for general compliance with the BC Building Code. Where deficiencies were found, an opportunity was provided to make the necessary revisions.

Following the closing of the competition window, an Evaluation Committee was formed. Seven (7) members representing a variety of perspectives volunteered to sit on the Evaluation Committee. At the first Evaluation Committee meeting held on March 1, 2016, the Committee shortlisted three of the ten submissions for further review. Comments and suggestions were provided to the three shortlisted submissions. A second and Final Evaluation Committee meeting was held on April 6, 2016, where the Committee decided on a final two (2)

submissions to recommend as winners to Council. Each recommended design is described below.

Recommended Design 1 - *Inhabit⁴: Thoughtfully Designed Infill Living*

Inhabit4 is a highly adaptable and flexible concept that proposes a total of four (4) units of infill housing. The primary units on the site are two narrow single detached units at the front of the site. These units maintain the principally single family character of the street. A further two units are accommodated above the garage at the rear of the site. In many ways, this concept is similar to a narrow version of a house and carriage home.



Inhabit4 site plan.

Flexibility is provided in this concept on two fronts: tenure and design. Tenure could be arranged in multiple ways, including a strata where all four units are owned, a mixture of

ownership and rental, and a fee-simple subdivision resulting in two detached homes each with their own carriage home.



View of Inhabit4 from the street

The use of multiple small buildings on the site allows for a great range of design flexibility, ranging in style from traditional to modern architecture, depending on what is most appropriate in context.

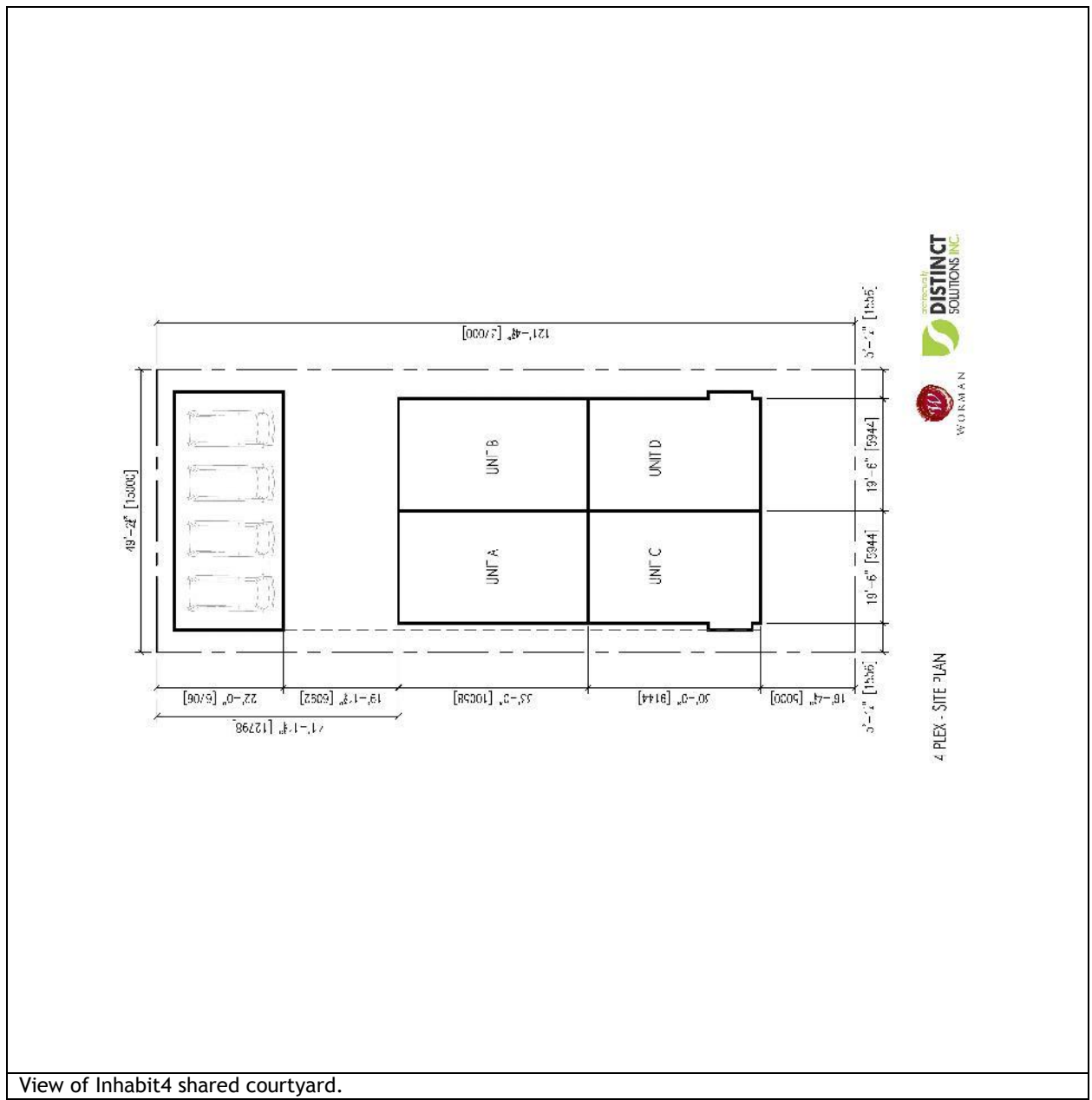
Ample open space on the site is anchored by a “shared space” for all four units, encouraging social interaction among residents. Outside of this shared space, each unit has its own private outdoor space. One off-street parking stall per unit is provided and accessed from the lane.



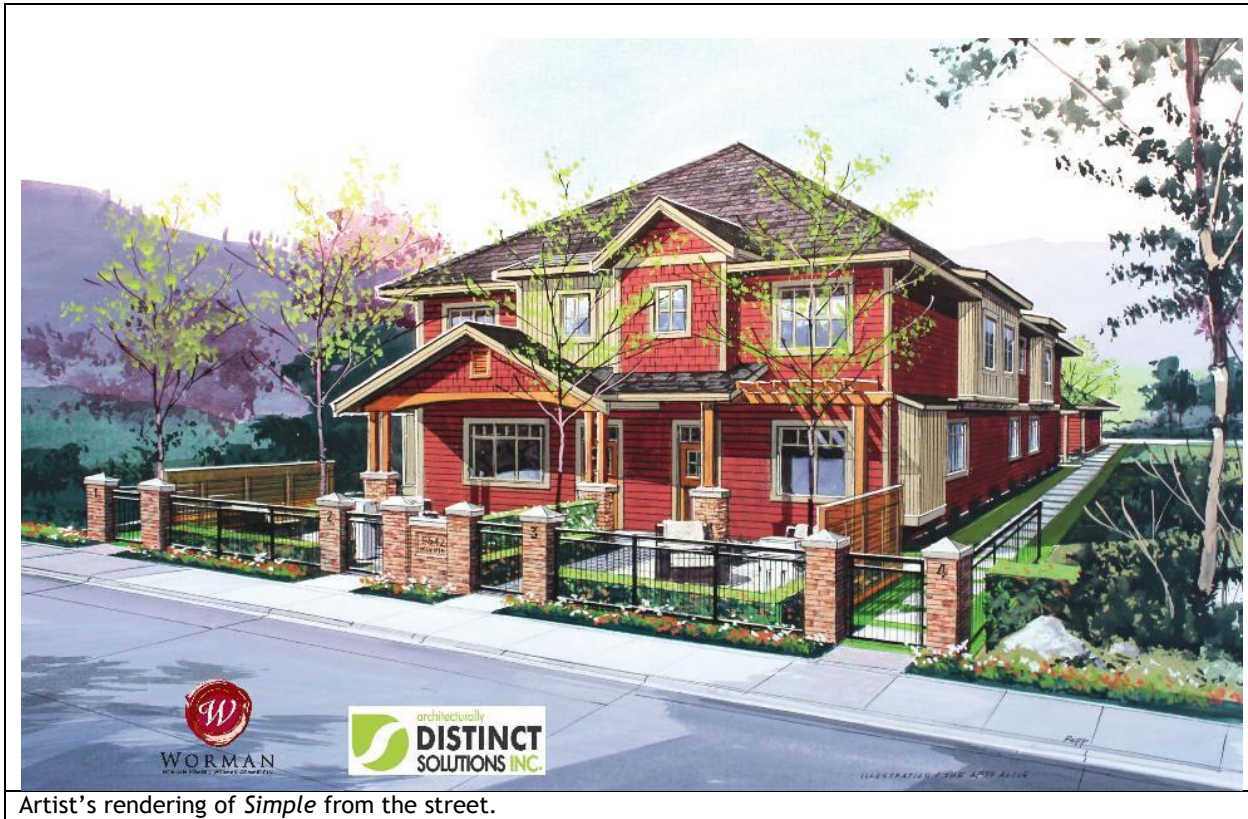
View of Inhabit4 shared courtyard.

Recommended Design 2 - *Simple*

Like the previous design, this design - entitled *Simple* - provides for a total of four (4) units on the site. However, where the former project had its units spread through three buildings, this project provides all four units in one compact building, which closely resembles a single detached dwelling.



The fundamental theory driving this project was to provide an attractive design that would easily "fit in" with the existing neighbourhoods, maintaining the appearance of a well-designed single detached home.



Artist's rendering of *Simple* from the street.

Each unit is provided its own private open space at grade, and one garage parking spot at the rear of the site, accessed from the lane. Two front doors face the street, and all four units have direct street access.



Plan view of the open space at *Simple*.

Next Steps:

Both of the recommended winners represent different approaches to achieve the same ends: to balance the economic return of development with designs that still respect neighbourhood character and meet overall City objectives.

Should Council endorse the recommended winners from the Evaluation Committee, staff have identified a broad strategy necessary to implement the results of the Infill Challenge. Each element is described below:

Official Community Plan Updates

- Amend the 'Single / Two Unit Residential' Future Land Use definition to permit infill housing within the Infill Challenge boundaries
- Review and update Character Neighbourhood Design Guidelines (additional exemptions may be required to reduce staff workload given that the Infill Challenge Project is likely to generate additional workload).

Zoning Bylaw Changes

- Create a new zone with strict controls to permit the winning forms of infill housing within the Infill Challenge boundaries
- Finalize boundaries for future zoning
- Update Parking and Loading Bylaw to reflect reduced parking requirements of infill projects.

Other items:

- Confirm compliance with Subdivision, Development and Servicing Bylaw.

It is recognized that these changes hold the potential for significant shifts over time in the affected neighbourhoods. Accordingly, staff is recommending a thorough community engagement process. Considerable progress in engagement has already occurred through the Infill Challenge itself, which built broad support and a common vision for infill housing. Evidence of this support can be seen in the letters of support attached to this report.

Moving forward, residents will have the opportunity for further input through open houses showcasing the winning designs where the developers and designers may, where possible, be available to explain their infill housing concepts to the affected neighbourhoods. Mailouts to area residents and regular website and social media updates will help keep residents informed about the process.

Summary:

The Infill Challenge has been an innovative and thought-provoking project for all involved. The process has challenged conventional assumptions about what infill housing can be, creating recognition among all involved of the critical role that infill in the future of the Kelowna.

While many details remain to be determined, it is clear that there is considerable support for infill housing in Kelowna. The winning projects demonstrate the interest infill from the development, home building, design and real estate communities. And, the dedicated work of the Community Panel and the Evaluation Committee have shown that residents and community partners are equally committed.

Infill housing is inherently controversial. However, through the unique and collaborative approach of the Infill Challenge, staff hope that the community can take a positive step forward towards building more complete neighbourhoods that address the housing needs of all residents.

Internal Circulation:

Doug Gilchrist, Divisional Director, Community Planning & Real Estate
Ryan Smith, Department Manager, Community Planning
Kari O'Rourke, Community Engagement Consultant
Marnie Douglas, Communications Consultant
Mo Bayat, Director of Development Services
Joel Shaw, Department Manager, Infrastructure Planning
Steve Muenz, Manager, Development Engineering
Derek Edstrom, Director, Real Estate

Existing Policy:

Official Community Plan (OCP) - Goals for a Sustainable Future

1. Contain Urban Growth. Reduce greenfield urban sprawl and focus growth in compact, connected and mixed-use (residential and commercial) urban and village centres.

2. Address Housing Needs of All Residents. Address housing needs of all residents by working towards an adequate supply of a variety of housing.

Kelowna Housing Strategy, 2012.

Recommendations number 2 (Communities),3 (Understanding),6 (Housing Mix),10 (Fee Simple Townhouses),11 (Courtyard Housing)

External Agency/Public Comments:

Staff have received 8 letters of support from: Interior Health Authority (IHA), Kelowna South Association of Neighbourhoods (KSAN), Urban Development Institute (UDI), School District 23, Okanagan Mainline Real Estate Board (OMREB), Canada Mortgage and Housing Corporation (CMHC), Kelowna Downtown Knox Mountain Neighbourhood Association (KDKMNA), Canadian Home Builders Association (CHBA)

Considerations not applicable to this report:

Legal/Statutory Authority:

Legal/Statutory Procedural Requirements:

Personnel Implications:

Alternate Recommendation:

Financial/Budgetary Considerations:

Communications Comments:

Submitted by:

J. Moore, Acting Department Manager, Policy & Planning

Approved for inclusion: D. Gilchrist, Div. Dir., Community Planning & Real Estate

Attachments:

Attachment 1 - Infill Challenge Boundaries Map

Attachment 2 - Letters of Support

cc:

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Ryan Smith, Department Manager, Community Planning

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Attachment 1 - Infill Challenge Boundaries

